

# INDEX

- Abramson, Victor, quoted, 137  
Adams, Brooks, 38  
Adams, Henry, 38  
Administrative adjudication  
    citizens' difficulties with, 165-168  
    comparison between departmental and independent agencies, 65-66  
    procedure  
        compared with procedure in courts of law, 7  
        criticisms of, 140-141  
        fairness of, required by courts, 188  
        preliminary investigations, 139-140  
        remedies suggested, 141-143  
        variety of, 138-139  
segregation of judicial function  
    arguments for and against, 149-152  
    President's plan for, 163-164  
tests applied by the courts to, 186-188  
trial examiners, 6-7  
    as affecting the defendant, 139  
    biased, 141  
    independent, proposals for, 142-143, 149-152  
    safeguarding of, from pressures, 150  
    treatment of findings of, 139  
*See also* Declaratory rulings of administrative agencies  
Administrative agencies, *see* Regulatory agencies  
Administrative law  
    codification inapplicable to, 160-162  
    nature of, 162  
    *See also* Administrative regulations  
Administrative procedure  
    classification of, needed, 145  
    comparison of departments with independent agencies, as to, 65-67  
    interest representation in, 79-81  
        delegation of functions to, 84-85  
        form of, 83-84  
        values of, 82-83  
    needless complexity of, 145-146  
*See also* Administrative adjudication; Administrative law; Administration regulations; Office of Federal Administrative Procedure, proposed; Regulatory process  
Administrative regulation  
    a unified process, 41-42  
    advantages of, over court regulation  
        based on fact-finding instead of precedent, 6  
        enforcement and prevention powers, 3-4  
        procedural efficiency, 5, 6-7  
        technical competency, 4-5  
    as management, 17, 44  
historic background of, 1-3  
importance of competent personnel in, 58, 62  
in defense agencies, 16  
objectives of, 41, 44  
of civil aviation, 56-63  
prewar regulation  
    in behalf of labor, 14-15  
    of agriculture, 14  
    of extractive industries, 13-14  
    of financial and exchange institutions, 13  
    of general competitive business, 12-13  
    of public service industries, 9-12  
resulting from social consciousness, 5-6  
*See also* Independent agencies; Regulation; Regulatory process  
ADMINISTRATIVE REGULATION WITHIN FEDERAL DEPARTMENTS, George C. S. Benson, 64-71  
Administrative regulations  
authorities controlling administrative actions, 170  
    constitutional courts, 171  
    legislative courts, 171-172  
    other reviewing agencies, 172  
care needed in formulation of, 110-111  
complexity of jurisdiction over, 174-176  
early test of legality needed, 110-111  
lawyers' view of, 108-110  
public hearings as basis of, 115  
    American Bar Association's view of, 115-117  
    Attorney General's Committee's view of, 117-118  
    basic conclusions regarding, 119-121  
    opinions supporting mandatory hearings, 116-117  
    question of judicial or legislative character of, 118-119  
relation of, to rights, 172-174  
*See also* Administrative law  
Advertising  
desirable to secure declaratory ruling on, 157-158  
radio as a medium of, 123  
Agricultural prices, regulation of, 14  
Altmeier, A. J., cited, 82  
Amlie, Thomas R., 23  
Attorney General's Committee on Administrative Procedure  
examination of administrative process by, 164  
majority and minority differences  
    re allocation of powers, 147-149  
    re segregation of judicial function, 149-152, 164  
proposal of, for an Office of Federal Administrative Procedure, 143, 145-152  
proposals of, re declaratory rulings, 158-159

- recommendations of, re regulation of civil aviation, 61  
 regulatory agencies appraised by, 64  
 report of, re mandatory hearings, 117-118  
 report of, re procedures of departmental agencies, 65-66
- Aviation, civil, regulation of**  
 by Civil Aeronautics Authority, 58-59  
 satisfaction with, 58
- by Department of Commerce, 56-58  
 dissatisfaction with, 57
- possible integration of, with other transportation regulation, 62
- prior to 1926, 56
- proposals of Attorney General's Committee regarding, 61
- under reorganization orders of 1940, 59-60
- Baker, Ray Stannard**, quoted, 102
- Bazire (Captain)**, 167, 168
- BENSON, GEORGE C. S.**, Administrative Regulation Within Federal Departments, 64-71
- Bentley, A. F.**, cited, 78
- Biddle, Francis**, cited, 147
- Blachly, Frederick F.**, 112  
 cited, 40, 170, 172, 182
- BLACHLY, FREDERICK F., and MIRIAM E. OATMAN**, A United States Court of Appeals for Administration, 170-182
- Blair, David H.**, 153
- Blaisdell, D. C.**, cited, 22, 23, 27
- Borchard, Edwin M.**, cited, 154, 158
- Brandeis, Louis D.**, 137, 154
- Brecht, Arnold**, cited, 36
- Broadcasting in United States**  
 a privately owned, competitive system, 122  
 in the public interest, defined, 122  
 regulation  
   allocation hearings of 1936 and 1938, 127-128  
   chain broadcasting investigation, 128-129  
   economic problems of, 126-131  
   judicial treatment of  
     Great Western case, 133  
     Sanders case, 133-135  
     WGN case, 131-132  
     WREN case, 132  
   frequency modulation hearings, 130  
   from 1920 to 1935, 125-126  
   implications of, 135-136  
   newspaper-radio investigation, 130-131  
   problem posed by, 136-137  
   television hearings, 130  
 structure, development of, 123-125
- See also Radio*
- Bryce, James**, 38  
 cited, 101
- Bunbury, H. N.**, cited, 83
- Burleson, Albert S.**, 102
- Burnham, James**, cited, 9
- Butler, Pierce**, 94
- Cardozo, Benjamin N.**, 93, 137  
 cited, 87, 91
- Carr, Cecil T.**, cited, 98
- Case, Norman S.**, 129
- CASE FOR INDEPENDENCE OF ADMINISTRATIVE AGENCIES, THE**, Harvey Pinney, 40-48
- CASE FOR INTEGRATION OF ADMINISTRATIVE AGENCIES, THE**, John M. Gaus, 33-39
- Chamberlain, Joseph P.**, cited, 25; quoted, 25-26
- CHARLESWORTH, JAMES C.**, The Regulatory Agency: Detached Tribunal or Positive Administrator? 17-20
- Childs, Richard**, 33
- Cleveland, Grover**, cited, 72
- CODE OF ADMINISTRATIVE PROCEDURE, A**, Carl McFarland, 160-169
- Cohen, Benjamin V.**, 105
- Coker, Francis W.**, 34
- COLE, KENNETH C.**, Presidential Influence on Independent Agencies, 72-77
- Comer, J. P.**, cited, 79
- Commissioners**  
 appointment of, by the President, 74-75  
 importance of competency of, 58, 62  
 removal of, 73-74
- Commons, John R.**, 35
- Competition**  
 and antitrust laws, 12  
 between public service industries, 10-11
- CONFINING ADMINISTRATIVE REGULATIONS WITHIN THE LAW**, Oliver Peter Field, 108-114
- Cook, W. W.**, cited, 155-156
- Cooley, Thomas M.**, 17
- Coolidge, Calvin**, 107
- Co-ordination of policy by the President**, 102  
 implications of, for the electorate, 107  
 in relation to independent commissions, 105-107  
 legislative co-ordination, 104-105  
 through executive orders, 103-104
- Corcoran, Thomas Gardiner**, 105
- Corwin, Edward S.**, cited, 87, 88, 89, 90, 91, 92, 95, 97, 98, 99, 101; quoted, 93
- Court decisions**  
 re administrative adjudication, 77, 186-188  
 re delegation of Congressional power, 91-98  
 re President's removal power, 23, 72, 73  
 re radio broadcasting, 131-135
- Couzens, James**, 153
- Craven, T. A. M.**, 129
- Crawford, K.**, cited, 80
- Cummings, Homer S.**, cited, 160, 161, 164
- Cunningham, H. E.**, cited, 88

- Cushman, Robert E., cited, 36, 47, 75, 77, 91, 164; quoted, 35, 37, 89  
Cutting, Bronson, 57
- Declaratory judgment  
costliness of lack of, 153-154  
hesitancy to use, 109-110  
utility of, 154-155
- DECLARATORY RULINGS BY FEDERAL AGENCIES,  
Walter Gellhorn, 153-159
- Declaratory rulings of administrative agencies:  
a counterpart of declaratory judgment, 155  
difficulties in, 157-158  
distinguished from advisory rulings, 156  
feasibility of, 156-157  
need for, 155  
proposals of Attorney General's Committee  
re, 158-159  
seldom rendered, 155-156
- DEFECTS AND REMEDIES IN ADMINISTRATIVE  
ADJUDICATION, ROLAND L. REDMOND, 138-  
144
- Defense agencies, administrative regulation of,  
16
- Delegation of power  
due process and, 95-99  
"rule against delegation"  
bases of, 88-90  
meaning of, 91-92  
scope of, 97-99  
Supreme Court and, 93-95  
to administrative bodies  
constitutionality of, 7-8, 87-88  
opposed by conservative elements, 7  
practical aspects of, 99-100  
to interest groups, 84-85  
within Federal departments, 69-70
- Democracy, role of pressure groups in, 28
- DEVELOPMENT OF ADMINISTRATIVE REGULATION,  
THE, John M. Pfiffer, 1-8
- Dickinson, John, cited, 95, 184  
Douglas, William O., cited, 92  
DUANE, MORRIS, Mandatory Hearings in the  
Rule-Making Process, 115-121
- Duff, Patrick, cited, 88  
Dunn (Colonel), 167, 168  
Dwan, Ralph, cited, 160  
Dykstra, C. A., 105
- Eastman, Joseph B., 37, 62  
Edwards, William H., 34
- EXTENT OF ADMINISTRATIVE REGULATION IN  
ECONOMIC AFFAIRS, Harold D. Koontz,  
9-16
- Fainsod, Merle, cited, 27  
Fairlie, J. A., cited, 81  
Feidler, Ernest R., cited, 160  
Feller, A. H., cited, 158, 159
- FIELD, OLIVER PETER, Confining Administrative  
Regulations Within the Law, 108-114  
cited, 22
- Ford, Edsel, 153
- Ford, Henry, 153
- FOSTER, H. SCHUYLER, JR., Pressure Groups  
and Administrative Agencies, 21-28
- Frankfurter, Felix, quoted, 116
- Freedom, *see* Liberty
- Freund, E., cited, 85
- Friedrich, Carl Joachim, editor, 27
- Fuchs, Ralph F., cited, 92, 95, 96, 97
- GAUS, JOHN M., The Case for Integration of  
Administrative Agencies, 33-39
- GELLHORN, WALTER, Declaratory Rulings by  
Federal Agencies, 153-159  
cited, 80, 89, 91
- Glaser, Comstock, cited, 36
- Goodnow, Frank Johnson, 39
- Government ownership as means of regula-  
tion, 15-16
- Graves, W. Brooke, cited, 27
- Groner, D. Lawrence, 152  
quoted, 132, 151
- Guiney, Patrick W., 167, 168
- Gulick, Luther, 33
- Hamilton, Walton, 46
- HART, JAMES, Limits of Legislative Delegation,  
87-100  
cited, 73, 75, 79, 88, 89, 90, 91, 92, 95, 96,  
97, 98, 104, 159, 184
- Henderson, Gerard P., cited, 54
- Henderson, Leon, 25, 65, 120
- Henry II of England, 17
- Herring, E. Pendleton, cited, 5, 22, 23, 25, 68,  
79, 80, 81, 101; quoted, 27
- Hester, Clinton M., 58
- HETTINGER, HERMAN S., and WILLIAM A.  
PORTER, Radio Regulation: A Case Study  
in Basic Policy Conflicts, 122-137
- Hewart, Gordon (Lord Hewart of Bury),  
quoted, 116
- Hitler, Adolf, cited, 79
- Hitz, William, 132
- Holmes, Oliver Wendell, cited, 92
- Hoover, Herbert, quoted, 122
- Hopkins, Harry L., 105
- Hughes, Charles E., 77  
cited, 93, 146
- Humbert, Willard H., cited, 101
- Humphrey, Will E., 23, 73
- Hyneman, Charles S., cited, 34
- Ickes, Harold L., 105
- Independent agencies, 34-35  
compared with departmental agencies, 64-71  
as to conformity to Congressional policy,  
67-68

- as to co-ordination with other agencies, 68-69  
 as to dispatch, 66-67  
 as to fair procedure, 65-66  
 as to internal organization, 69-71  
 functional position of, 72-73  
 presidential influence on, 72-77, 105-107  
*See also* Regulatory agencies
- Industrialization bred regulation, 2-3
- Insull, Samuel, 24
- Integration of administrative agencies, 33-39  
 opposed by legislators, 50
- Interest groups  
 as affecting radio regulation, 137  
 benefits of, 28, 82-83  
 limitations on, 81-82  
 representation of, in administrative procedure, 79-81  
 delegation of functions to, 84-85  
 form of, 83-84  
 represented in government, 26-28  
*See also* Pressures on administrative agencies
- INTEREST REPRESENTATION IN ADMINISTRATIVE REGULATION**, Avery Leiserson, 78-86
- Jacobson, J. Mark, 34
- Jaffe, Louis L., cited, 85, 159
- Jennings, Edward G., cited, 159
- John, King of England, 2
- Johnson, Andrew, 72
- Johnson, Hugh S., 105
- JUDICIAL CONTROL OF ADMINISTRATIVE DECISIONS**, J. Roland Pennock, 183-191
- Judicial review of administrative regulations  
 basis of, 184-185  
 by constitutional courts, 171  
 by legislative courts, 171-172  
 complexity of jurisdiction, 174-176  
 defects of present system of, 180-181  
 enforcement procedure, 178-180  
 expansion of  
     arguments for and against, 189-190  
     proposals for, 162, 190  
 in the radio broadcasting field  
     Great Western Broadcasting case, 133  
     Sanders case, 133-135  
     WGN case, 131-132  
     WREN case, 132  
 lawyers' view of, 108-110  
 limitations on, 185-186  
 objections to, 141-142, 163  
 personnel required for, 111-112  
 proposal for U. S. court of appeals for administration, 181-182  
 provisions of Walter-Logan bill regarding, 112-114  
 required by doctrine of separation of powers, 183  
 review procedure, 176-178  
 scope of, 183-188, 191
- Katz, Wilbur G., cited, 171
- KOONTZ, HAROLD D., Extent of Administrative Regulation in Economic Affairs, 9-16
- Labor, administrative regulation in behalf of, 14-15
- Lambie, Morris B., 33
- Lancaster, Lane W., quoted, 23
- Landis, James M., 105  
 cited, 55, 78
- Laski, H. J., cited, 101
- Legislation re administrative procedure  
 codification inapplicable to, 160-162  
 need for, 164-168  
 recent trends of thought re, 162-164  
 scope and form of, 168-169  
*See also* Walter-Logan bill
- LEGISLATIVE CONSIDERATIONS IN ORGANIZING REGULATORY AGENCIES**, Edwin O. Stene, 49-55
- LEISERSON, AVERY, Interest Representation in Administrative Regulation, 78-86
- Lewis, John L., 103
- Liberty, legal safeguards of, 2
- LIMITS OF LEGISLATIVE DELEGATION**, James Hart, 87-100
- Locke, John, quoted, 89
- Lowden, Frank O., 33
- Luce, Robert, cited, 104
- Lundberg, G. A., cited, 78
- Lyon, Leverett S., quoted, 137
- McFARLAND, CARL, A Code of Administrative Procedure, 160-169  
 cited, 160, 161, 162
- McGowen, John D., cited, 98
- MacIver, R. M., cited, 78
- McKinley, William, 103
- Macmahon, Arthur W., cited, 37
- McReynolds, James C., 94
- Madison, James, cited, 78
- Maguire, John, cited, 156
- MANDATORY HEARINGS IN THE RULE-MAKING PROCESS**, Morris Duane, 115-121
- Marshall, John, cited, 87, 88
- Marx, Karl, 111
- Mason, Edward S., editor, 27
- Means, Gardiner C., cited, 99
- Meriam, Lewis, 39
- Mertens, Jacob, Jr., cited, 156, 159
- Millett, John D., cited, 37, 98
- Moley, Raymond, 105
- Montague, Gilbert H., cited, 159
- Montesquieu, Charles de Secondat de, 90
- Moses, Robert, 33
- Murray, Philip, cited, 82
- Nelson, Donald M., 20, 65
- Newman, Frank C., 153
- Noble, Edward John, 58

- Oatman, Miriam E., cited, 40, 182  
**OATMAN, MIRIAM E., and FREDERICK F. BLACKLEY,** A United States Court of Appeals for Administration, 170-182  
**Office of Federal Administrative Procedure,** proposed  
 allocation of powers, 147-149  
 duties of, re hearing commissioners, 143, 149-152  
 need for, 145  
 specification of powers, 147  
 structure of, 146-147  
 welcomed by all concerned, 152  
**Ogden, C. K.**, cited, 87  
**Oliphant, Herman**, cited, 158
- PARTISAN POLITICS AND ADMINISTRATIVE AGENCIES**, E. E. Schattschneider, 29-32  
**Party system**, *see* Political parties  
 Patronage secured by political parties, 30-31  
**Patterson, Edwin W.**, cited, 186  
**Paul, Randolph E.**, cited, 156, 159  
**Pearson (Major)**, 168  
**PENNOCK, J. ROLAND**, Judicial Control of Administrative Decisions, 183-191  
 cited, 75, 88, 96, 97, 98  
**Perlman, S.**, cited, 78  
**PEIFFNER, JOHN M.**, The Development of Administrative Regulation, 1-8  
**PINNEY, HARVEY**, The Case for Independence of Administrative Agencies, 40-48  
**Political parties**  
 activity of, in securing patronage, 30-31  
 as influencing administrative agencies, 29-32, 52-53  
 character of, 31-32  
 lack of cohesion in, 29-30  
 necessity for, 30  
 weakness of, in formulation of public policy, 29-30  
**Porter, Kirk H.**, 34  
**PORTER, WILLIAM A., and HERMAN S. HETTINGER**, Radio Regulation: A Case Study in Basic Policy Conflicts, 122-137  
**Presidency**, institutionalization of, 101-103  
**President's appointment power**, 74-75, 83  
**President's removal power**  
 limitations upon, 23, 72, 73-74  
 politics and, 74  
**President's responsibility to the electorate**, 107  
**PRESIDENTIAL CO-ORDINATION OF POLICY**, Harold W. Stoke, 101-107  
**PRESIDENTIAL INFLUENCE ON INDEPENDENT AGENCIES**, Kenneth C. Cole, 72-77  
**PRESSURE GROUPS AND ADMINISTRATIVE AGENCIES**, H. Schuyler Foster, Jr., 21-28  
**Pressures on administrative agencies**  
 by economic groups, 49-50, 53-54  
 by the President, 46-47, 72-77, 105-107  
 popular concern regarding, 21
- pressure on national administration, 24-26  
 pressure on state and local administration, 23-24  
 through appointment of regulatory personnel, 22-23  
 through courts, 22  
 through legislatures, 21-22, 52-54  
 through partisan politics, 29-32, 52-53  
*See also* Interest groups  
**Price fixing**  
 in agriculture, 14  
 in public service industries, 11-12  
**Procedure of administrative bodies**, *see* Administrative procedure  
**PROPOSED OFFICE OF FEDERAL ADMINISTRATIVE PROCEDURE**, THE, Arthur T. Vanderbilt, 145-152  
**Puffer, C. E.**, quoted, 59
- Radio**  
 as an advertising medium, 123  
 frequency modulation, advantages of, 130  
 joint ownership of newspapers and, 131  
 sets, number of, number of families using, and daily use of, 122-123  
 television, as affecting usefulness of receiving sets, 130  
*See also* Broadcasting in United States  
**RADIO REGULATION: A CASE STUDY IN BASIC POLICY CONFLICTS**, Herman S. Hettinger and William A. Porter, 122-137  
**Railroads**, regulation of, 17, 43  
**REDMOND, ROLAND L.**, Defects and Remedies in Administrative Adjudication, 138-144  
**Reed, Stanley F.**, 94  
 quoted, 91, 96  
**Regulation**  
 inadequacy of court system of, 3-5  
 of agricultural prices, 14  
 of aviation, 56-63  
 of radio broadcasting, 125-137  
 of railroads, 17, 43  
 of utilities, 43-44  
 through government promotion and ownership, 15-16  
*See also* Administrative regulation  
**REGULATION OF AVIATION: A CASE STUDY IN REORGANIZATION**, Charles C. Rohlfing, 56-63  
**Regulatory agencies**  
 considerations for greater efficiency of, 20  
 functions of  
 administrative rather than judicial, 17-20  
 execution of public policy, 42-43  
 independence of  
 arguments for, 45-48  
 defined, 47  
 integration of, 33-39  
 opposed by legislators, 50  
 judicial concept of, 17-18

- number of, 138  
 organization of  
     determined by nature of standards to be enforced, 40  
     determined by pressure groups, 52-54  
     in Federal departmental agencies, 69-71  
     legislative considerations in, 49-55  
     theories of, 50-52  
 positive administrative work of, 18-19  
 standards enforced by, 40-41  
*See also* Independent agencies
- REGULATORY AGENCY, THE: DETACHED TRIBUNAL OR POSITIVE ADMINISTRATOR?** James C. Charlesworth, 17-20
- Regulatory process**  
 examination of, by Attorney General's Committee, 164  
 in regulation of railroads and utilities, 43-44  
 unity of, 41-45  
     as related to independence of agencies, 45-47  
*See also* Administrative procedure
- Reorganization**  
 obstacles to, 37-38  
 orders affecting civil aviation, 59-61
- Richards, I. A.**, cited, 87
- Roberts, Owen J.**, 188  
     cited, 93, 94
- Rogers, Lindsay**, cited, 98, 106
- ROHLFING, CHARLES C.**, Regulation of Aviation: A Case Study in Reorganization, 56-63  
     cited, 57, 70
- Roosevelt, Franklin D.**, 8, 23, 57, 72, 73, 75, 83, 103, 105, 119
- Roosevelt, Theodore**, 33
- Root, Elihu**, 34
- Roper, Daniel**, 153
- Rule-making, technique of**, 44-45
- SCHATTSCHEIDER, E. E.**, Partisan Politics and Administrative Agencies, 29-32
- Separation of powers**  
     as basis for the "rule against delegation," 90  
     dangers in destruction of, 143-144  
     not suited to the regulatory process, 41-42  
     requires judicial review of administrative decisions, 183
- Segregation of judicial function in administrative agencies**  
     arguments for and against, 149-152  
     President's plan for, 163-164
- Sigler, L. A.**, cited, 98
- Small, Norman J.**, cited, 101
- Smith, Adam**, 1
- Smith, Alfred E.**, 33
- Smith, Frank L.**, 24
- STENE, EDWIN O.**, Legislative Considerations in Organizing Regulatory Agencies, 49-55  
     cited, 52
- STOKE, HAROLD W.**, Presidential Co-ordination of Policy, 101-107
- Stone, Harlan F.**, 154, 188  
     cited, 88
- Surrey, Stanley**, cited, 156, 159
- Taft, William H.**, 72
- Technique of rule-making**, 44-45
- Timberg, Sigmund**, cited, 93, 96
- Traynor, Roger**, cited, 156, 159
- Tugwell, Rexford G.**, 105
- Turner, Frederick J.**, 38
- UNITED STATES COURT OF APPEALS FOR ADMINISTRATION, A**, Frederick F. Blachly and Miriam E. Oatman, 170-182
- Utilities, regulation of**, 43-44
- VANDERBILT, ARTHUR T.**, The Proposed Office of Federal Administrative Procedure, 145-152
- Walker, Harvey**, cited, 24
- Wallace, Henry A.**, 105
- Wallace, Schuyler C.**, cited, 37
- Walter-Logan bill**  
     mandatory-hearing provision of, 116  
     passed by Congress but vetoed, 8, 116, 163  
     supported by business groups, 22  
     weaknesses of, 112-114
- Warren, Charles**, 23
- Watt, James**, 1
- Watt, Robert**, cited, 82
- Webb, Sidney and Beatrice**, cited, 78
- Weeks, O. D.**, cited, 104
- Wenckel, John P.**, cited, 154, 156, 159
- Wheeler, Burton K.**, 43, 128
- Whiteside, Horace E.**, cited, 88
- Wilson, Woodrow**, 33, 38, 72, 102  
     cited, 101
- Witte, E. E.**, cited, 104
- Wolcott, Leon**, cited, 37
- Wolf, H. D.**, cited, 82
- Woody, Carroll**, cited, 24
- Woodring, Harry H.**, 167
- Zeller, Belle**, cited, 80
- Zimet, Philip**, cited, 156

